



TOWN OF ELLINGTON

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**PLANNING AND ZONING COMMISSION
SPECIAL MEETING MINUTES**

MONDAY, OCTOBER 7, 2019, 7:30 PM

TOWN HALL ANNEX, 57 MAIN STREET, ELLINGTON, CT

PRESENT: Chairman Arlo Hoffman, Vice Chairman Bill Hogan, Secretary Carol Strom, Regular Members Sean Kelly and F. Michael Francis, and Alternates Jon Moser and Keith Durao

ABSENT: Regular Members Robert Sandberg, Jr. and Ricci Hirth

STAFF: Lisa Houlihan, Town Planner and Barbra Galovich, Recording Clerk

OTHERS: Donald Poland and Steven Kushner of Goman & York

I. CALL TO ORDER: Chairman Arlo Hoffman called the meeting to order at 7:32 PM.

II. PUBLIC HEARING:

1. Presentation of the proposed 2019 Plan of Conservation and Development (POCD)

A letter from Attorney Timothy Hollister of Shipman & Goodwin, dated October 1, 2019, in reference to the Draft Plan of Conservation and Development & a 1998 settlement between the Town and Evandro Santini was shared with the commission; Lisa Houlihan, Town Planner, explained that Attorney Hollister's letter was referred to the Town Attorney. The commission also received comments from Kevin Santini regarding a recommendation that future subdivisions require 7% affordable units and a positive referral from the Capitol Region Council of Governments.

Donald Poland and Steven Kushner, Goman and York, were present to review the different components of the draft POCD (PowerPoint presentation attached). Mr. Poland acknowledged other Town studies reviewed as part of the POCD update process.

Mr. Kushner summarized the floodplain, inland wetlands, aquifer, stormwater management, and low-impact development standard sections. Mr. Poland reviewed a map showing parcels with development potential, and Mr. Kushner explained the concept of transfer of development rights. Mr. Poland summarized historic preservation recommendations and ideas to modernize site grading and erosion and sedimentation controls.

Mr. Poland reviewed the housing chapter and summary of findings in Table 5-21. Mr. Poland explained Connecticut General Statutes (CGS) Section 8-30g, and strategies to meet affordable housing requirements. Mr. Poland commended the thoughtfulness of Mr. Santini's comments and agreed with the challenge the 7% recommendation places on smaller subdivisions. Chairman Hoffman favors other strategies versus a percentage mandate. Mr. Poland suggested creating an affordable housing regulation. Commissioner Francis explained past approvals for developments

with affordable components that failed. Chairman Hoffman explained the existence of affordable, starter homes in town. Mr. Poland acknowledged existing stock that is affordable, but explained that only homes that qualify for subsidies or are deed restricted count toward statutory minimums. Approximately 38 towns in Connecticut are above the 10% threshold. He suggested speaking with Simsbury and Milford regarding experiences with CGS 8-30g applications. Plan recommendations are advisory and implementation is at the commission's discretion.

Mr. Poland summarized recommendations for Route 83, Town Center, agri-tourism, and Ellington Airport. Chairman Hoffman noted past opposition from residents for plans to extend the airport.

Mr. Poland reviewed the transportation chapter and an overview of public facilities. He cited the new senior center, and stated that like many communities Ellington's school enrollment is stagnant with exception of a couple of anomalies where the housing study has shown some increases. He recognized that Board of Education (BOE) has not finished with their comprehensive study.

Mr. Poland suggested the town update the 1998 sewer allocation flow study. Ms. Houlihan reported that the 1998 sewer facility study is in the process of being updated, and clarified that Goman-York did not analyze school facilities when processing updates to the POCD to which Mr. Poland agreed and stated that as part of the POCD update process an intense study was conducted on the amount of school aged children coming from existing multi-family developments. He explained that approximately 80% of multi-family developments were looked at. The results show expected levels of children with the exception of a couple where there are increases.

He explained that in South Windsor some growth is condo units with three bedrooms and from younger families moving in older units. Regulations for multi-family developments should be below 15% three (3) bedrooms to avoid generating larger amounts of school-aged children. Mr. Poland referred to existing Workforce Housing Regulations and suggested decreasing garage requirements and embellish site design standards to get a better looking development without undermining development opportunity. Commissioner Kelly referred to the Gives and Gets exercise during a past public information session.

Mr. Kushner reviewed the implementation chapter and chapter summary section, good snapshot of each chapter.

Tom Palshaw, 120 Pinney Street, asked if supplemental documents are available. Ms. Houlihan explained the documents are available on the town's website, and offered to help Mr. Palshaw obtain documents.

David Hurley, 13 Standish Road, Economic Development Commission member and POCD Update Committee member explained the focus of the economic development strategies in the plan.

Ms. Houlihan acknowledged a Board of Education (BOE) member in the audience. Kerry Socha, 12 Justin Drive, explained that the BOE facilities study is complete and she was surprised at Mr. Poland's categorization of Ellington's student enrollment is opposite the findings of the school facilities study. Ms. Houlihan reiterated that the POCD study focused children generated from existing multi-family developments versus future school enrollment and referred to page 112 of the draft POCD.

Mr. Poland explained Connecticut is an aging state and most suburban areas are seeing contractions in school enrollment. He recalls looking at historical numbers for Ellington at some point. He spoke about Stonington and Avon. He noted that school facilities studies consider contractual student teacher ratios, number of classrooms, and other factors vary and impact need.

The real estate market plays big factor in determining student growth. Ms. Socha explained current year enrollment is down 30 students and some residents' hesitation to agree with projected increases.

Mr. Hurley explained the turnover of housing in his neighborhood where younger families are moving into older households with children that have not entered the school system yet. Mr. Poland explained that he hasn't seen the final study. Commissioner Kelly noted there are not many years school enrollment has declined in Ellington. Mr. Kushner explained the role of the POCD is broad and focuses on natural resources, transportation, downtown development, etc. and principle is not intended to project school enrollment.

Ms. Houlihan explained the presentation of the draft 2019 POCD will be continued to the Planning & Zoning Commission meeting on October 28, 2019, 7pm, Town Hall Annex.

III. ADJOURNMENT:

MOVED (FRANCIS) SECONDED (HOGAN) AND PASSED UNANIMOUSLY TO ADJOURN THE PLANNING & ZONING COMMISSION SPECIAL MEETING AT 9:00 PM.

Respectfully submitted,

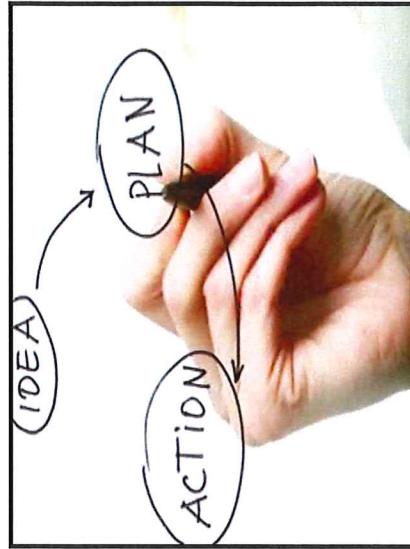
Barbra Galovich, CZET
Recording Clerk

GOMAN + YORK ADVISORY SERVICES

Town of Ellington
Plan of Conservation and Development
October 7, 2019

What is the Plan of Conservation & Development

- A Plan by Planning & Zoning Commission
- It is comprehensive and a 10-year plan
- A guide to manage growth and change
- Primarily a land use plan focused on conservation and development
- Requirements for the Plan set by State Statutes
- Last plan completed 2006 and revised 2014



What is the Plan of Conservation & Development

Planning & Zoning Commission

Arlo Hoffman, Chairman
William R. Hogan, Vice Chairman
Carol A. Strom, Secretary
F. Michael Francis
Ricci Hirth
Sean Kelly
Robert C. Sandberg, Jr.
Keith Durao, Alternate



Plan of C & D Update Committee

William R. Hogan, Chairman - PZC
Sean Kelly, Vice Chair - PZC & EDC
Hocine Baouche - IWA
James Gage - CC
David F. Hurley - EDC
Shawn Koehler - WPCA
Robert Sandberg, Jr. - PZC
Christopher Weitz - PRC

Planning Department

Lisa M. Houlihan, AICP, Town Planner
John D. Colonese, CZEO, Assistant Town Planner Enforcement
Officer Barbara A. Galovich, CZET, Land Use Assistant

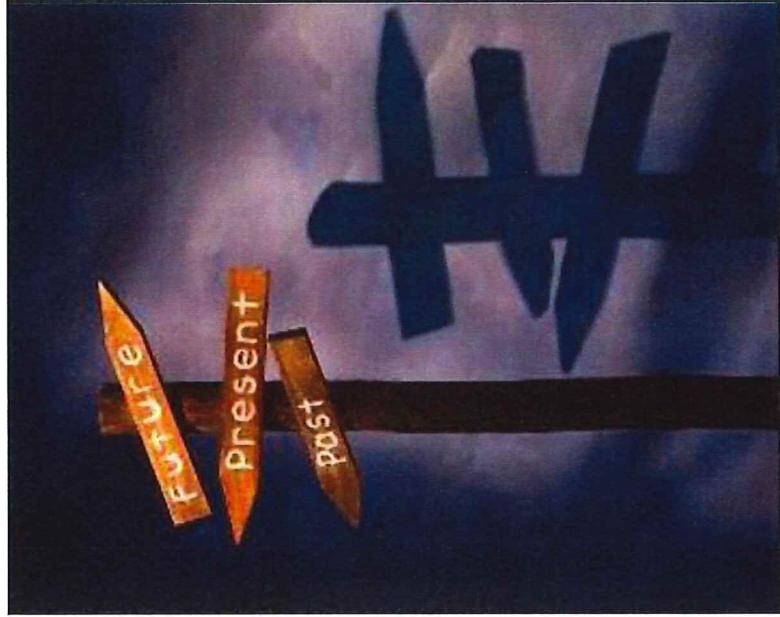


Donald Poland, PhD AICP, Managing Director Steven
Kushner, AICP, Senior Consultant

Other Plans and Studies

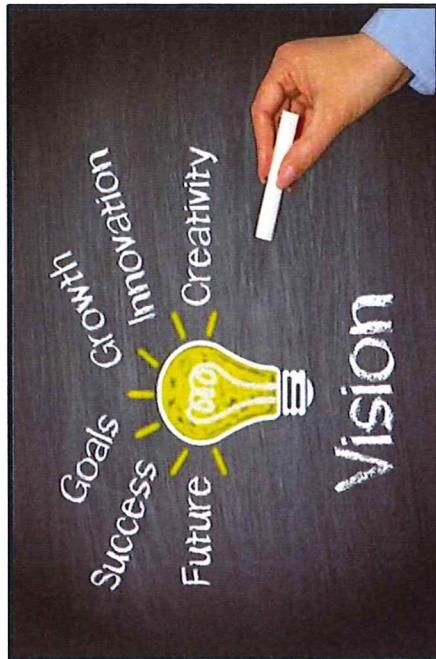
Many studies, reports, and plans were reviewed for this plan. They include:

- Conservation Plan, update 2016
- Ellington Zoning Regulations, amended through 2019
- Ellington Subdivision Regulations, amended through 2013
- Ellington Inland Wetland Regulations, amended through 2014
- Ellington Road Safety Audit, 2018
- Stormwater Management Plan 2017
- Final Report Ellington Airport, 2010
- Approved Tax Abatement Policy, amended 2017
- Farmland Preservation Brochure, 2018
- Ellington Plan of Conservation and Development, 2008
- Housing Study and POCD amendment, 2014
- Route 83 Corridor Study and POCD amendment, 2015
- Buildout Analysis 2004
- Master Sewer Facilities Plan, 1998
- Ellington Community Survey, 2007
- The Capitol Region Natural Hazards Plan Update for Ellington
- Cost of Community Services Study



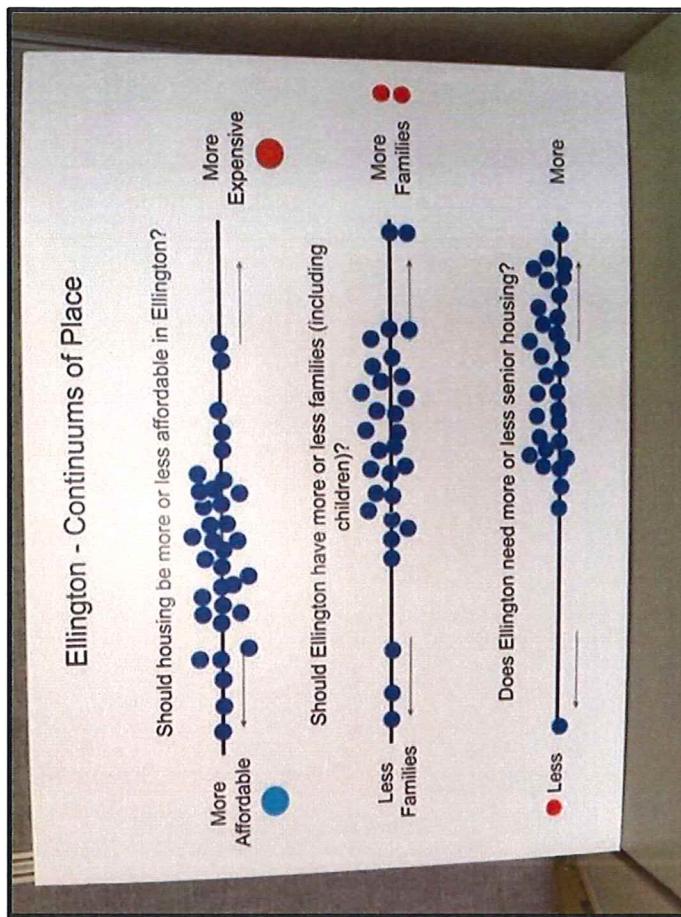
How this Plan is Organized

- Chapter 1: Introduction
- Chapter 2: A Plan for a Sustainable Future in Ellington
- Chapter 3: Conservation Strategies: Natural Resource Protection
- Chapter 4: Conservation Strategies: Natural Resource Preservation
- Chapter 5: Housing Strategies
- Chapter 6: Economic Development Strategies
- Chapter 7: Transportation Strategies
- Chapter 8: Public Facilities and Infrastructure Strategies
- Chapter 9: Consistency with State and Regional Plans
- Chapter 10: Implementation Guide



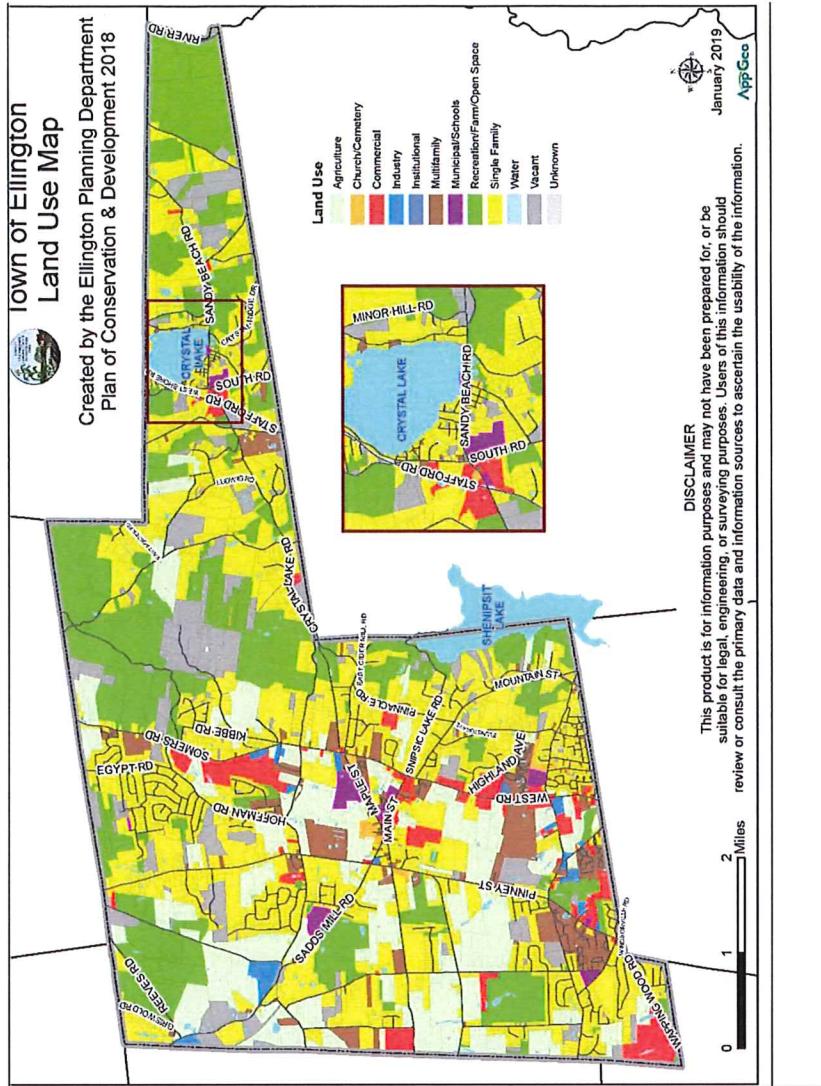
Approach

- P&Z Commission – Steering Committee
- A Comprehensive update focused on conservation, housing, and economic development
- Public meetings and workshops, internet survey, and meetings with stakeholders
- Monthly Steering Committee meetings
- Goman+York and town staff working together on research and analysis

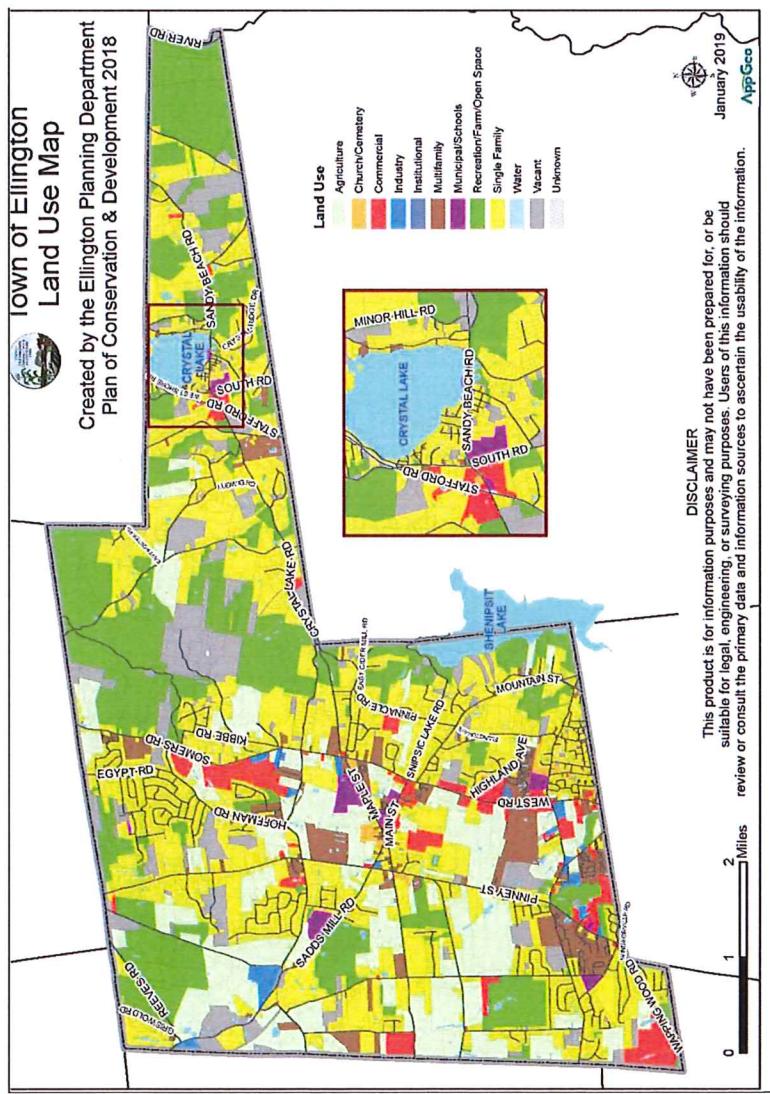


Plan Topics

- Sustainability
- Conservation
- Housing
- Economic Development
- Transportation
- Community Facilities



Existing Land Use

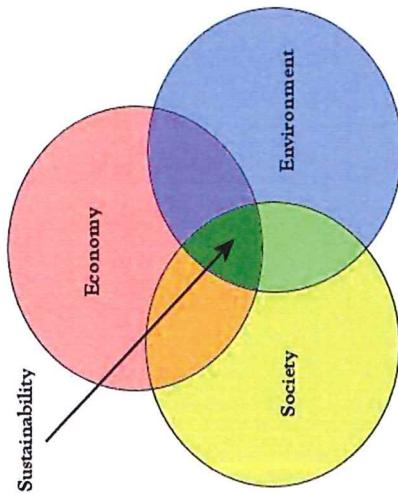


Land Use Group	Acreage	Percent
Agriculture	3,443	15.5%
Church/Cemetery	80	0.4%
Commercial	819	3.7%
Industry	150	0.7%
Institutional	12	0.1%
Multifamily	1,149	5.2%
Municipal/Schools	202	0.9%
Single Family	8,150	36.9%
Recreation/Farm/Open Space	4,958	22.5%
Vacant	1,937	8.8%
Shenipsit Lake	162	0.7%
Crystal Lake	177	0.8%
Rights of Way	836	3.8%
Total	22,075	

Resilience & Sustainability

Resilience:

- Embrace change and the notion that things change
- Don't assume future events are expected, they will be unexpected
- Embrace diversity – in every form
- Recognize the regional context and scale to fit the local context
- Don't focus on predicting or preordaining the future. Create capacity to absorb and accommodate future events in whatever unexpected form they may take



Community Character:

- The Plan recognizes what is most important to Ellington residents
- Protects community character
- Manages change

Property Right:

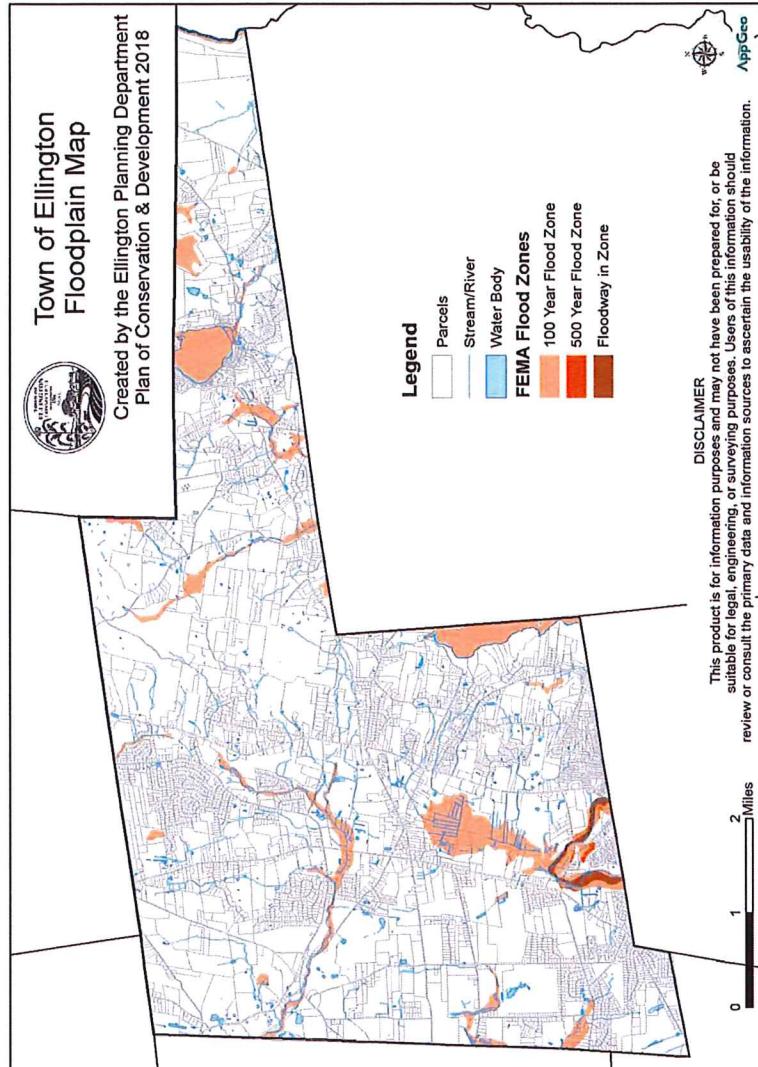
- Recognizes property rights
 - Seeks to balance private and public interests
 - Protects property rights
- Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Doing so must integrate and balance economic, environmental, and social goals.**

Conservation: Natural Resource Protection

- Floodplains
- Inland Wetlands
- Forestry & Town Open Space
- Aquifer Protection
- Stormwater Management
- Site Grading – Erosion & Sedimentation Control
- Septic System Maintenance

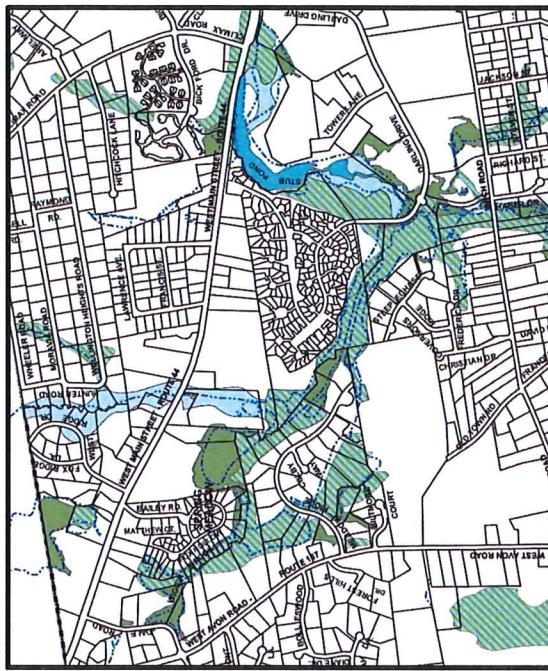
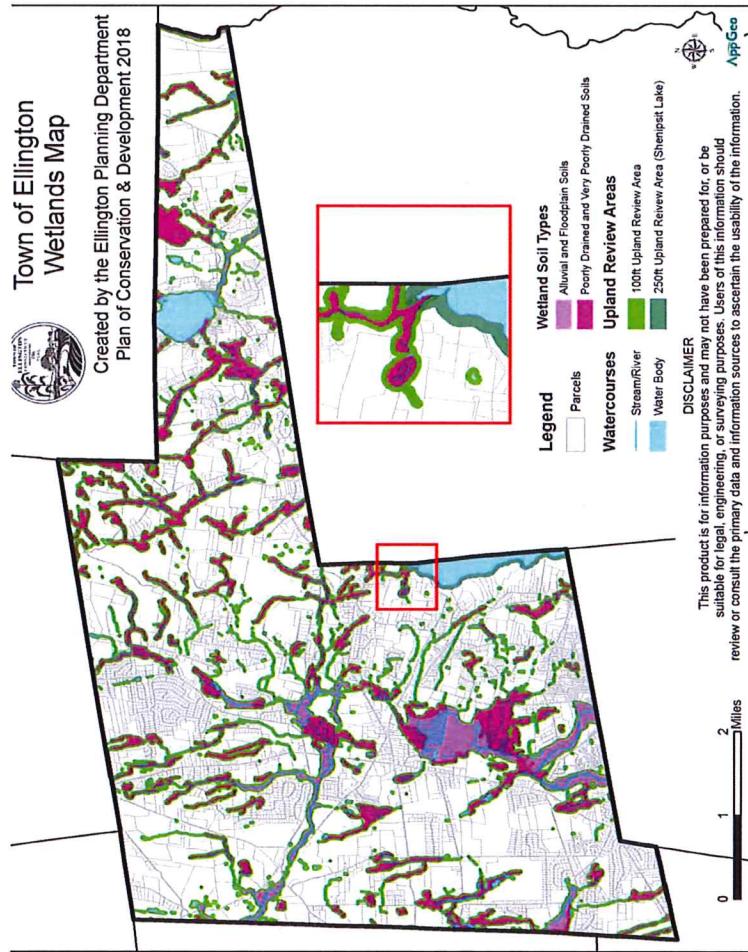


Conservation: Natural Resource Protection

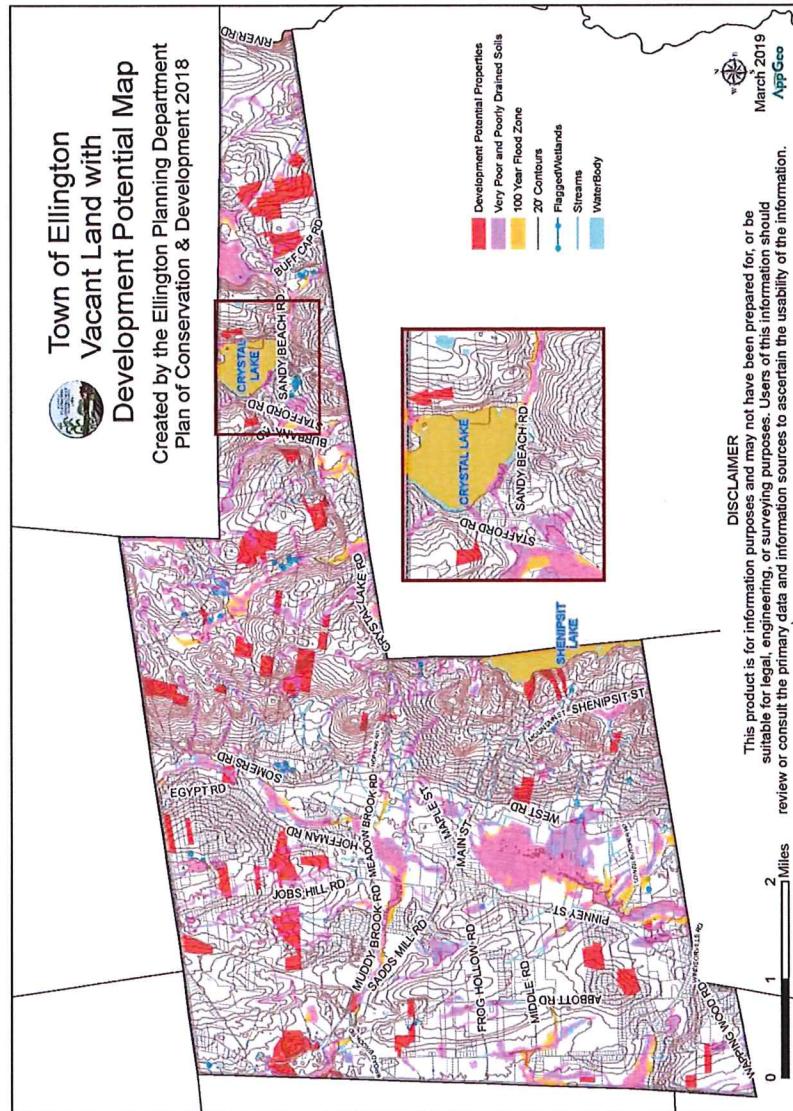


Conservation: Natural Resource Protection

Recommended Next Steps:

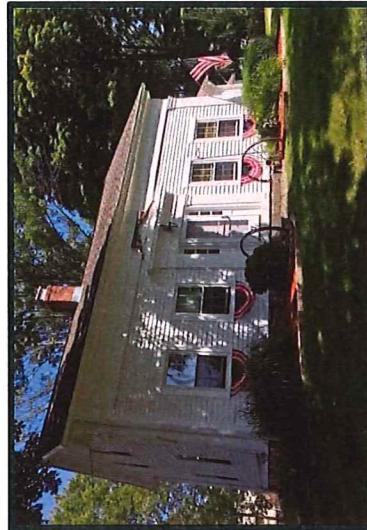
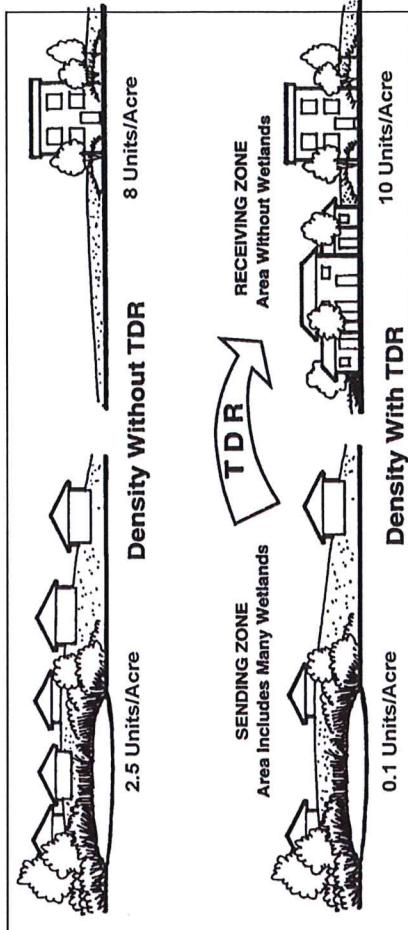


Conservation: Natural Resource Protection



Conservation: Natural Resource Preservation

- Open Space Preservation
- Transfer of Development Rights
- Agriculture
- Open Space or Cluster Subdivision
- Historic Preservation
- Site Grading – Erosion & Sedimentation Control
- Septic System Maintenance



Housing & Residential Development

- Crumbling Foundations
- Mixed-Use Development
- Housing Needs Assessment
- Housing Characteristics
- Housing Cost Characteristics
- Household Income
- Assessing Housing Need
- Housing Need Versus Demand
- A Housing Strategy
 - Zoning Strategies
 - Permitting Strategies
 - Tax Strategies

Housing Affordability

	Units Available vs Adequate Income	<\$15,000	\$15,000-\$24,999	\$25,000-\$34,999	\$35,000-\$49,999	\$49,999-\$74,999	\$75,000-\$99,999	\$99,999-\$149,999	\$100,000-\$149,999	\$150,000+-\$149,999	Totals
A. Owner-Occupied Gap											
B. Rental Units Gap	-279	-428	-89	-213	715	533	-1,442	-1,137	-1,067	-1,442	-1,072
	-380	190	570	-405	-641	-1,067	-1,599	-1,294	-1,599	-1,072	-2,275
B. Rental Units Gap											
A. Owner-Occupied Gap											
B. Rental Units Gap	-44	57	35	113	295	1,201	589	-1,137	-1,005	-1,294	-934
	-44	653	772	103	-155	-155	-1,294	-1,294	-1,294	-1,294	-1,904
C. Non-Family Households											
A. Owner-Occupied Gap											
B. Rental Units Gap	-214	-350	-9	115	1,076	1,483	-86	-130	-113	-243	-139
	-315	268	650	-77	-280	-113	-243	-243	-243	-243	-249
D. Total Households											
A. Owner-Occupied Gap											
B. Rental Units Gap	-1,072	-2,275	-1,072	-4,404	-1,072	-2,275	-1,072	-1,072	-1,072	-1,072	-1,072
	-1,072	-2,275	-1,072	-4,404	-1,072	-2,275	-1,072	-1,072	-1,072	-1,072	-1,072

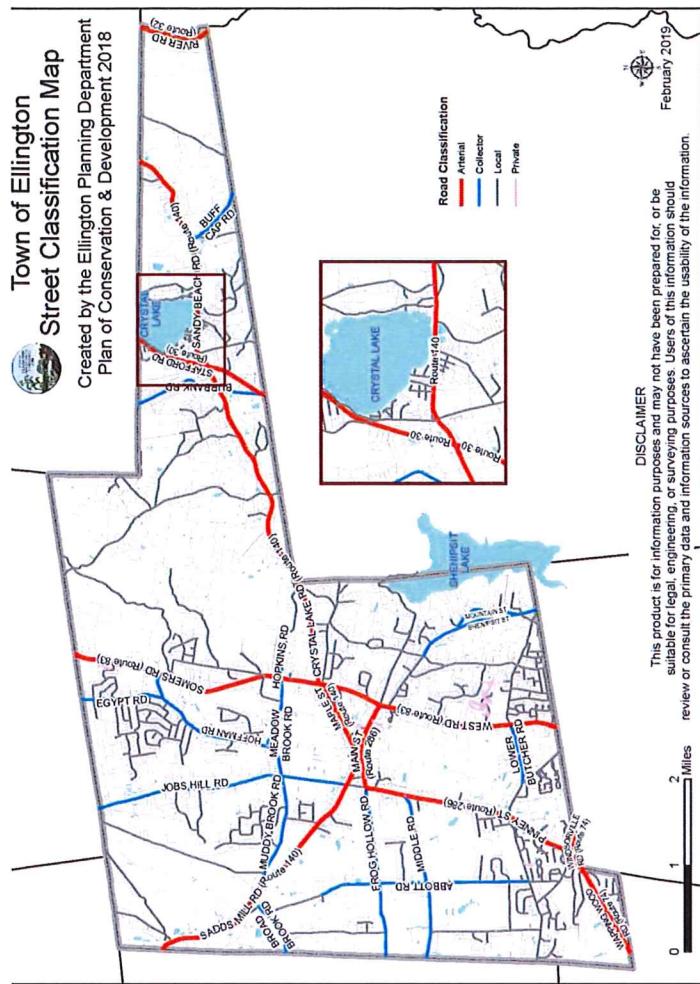
Economic & Commercial Development

- The Route 83 Corridor
- The Town Center Triangle Area
- Ellington Airport
- Agriculture as an Economic Sector
- Site Design Standards
- Economic Development



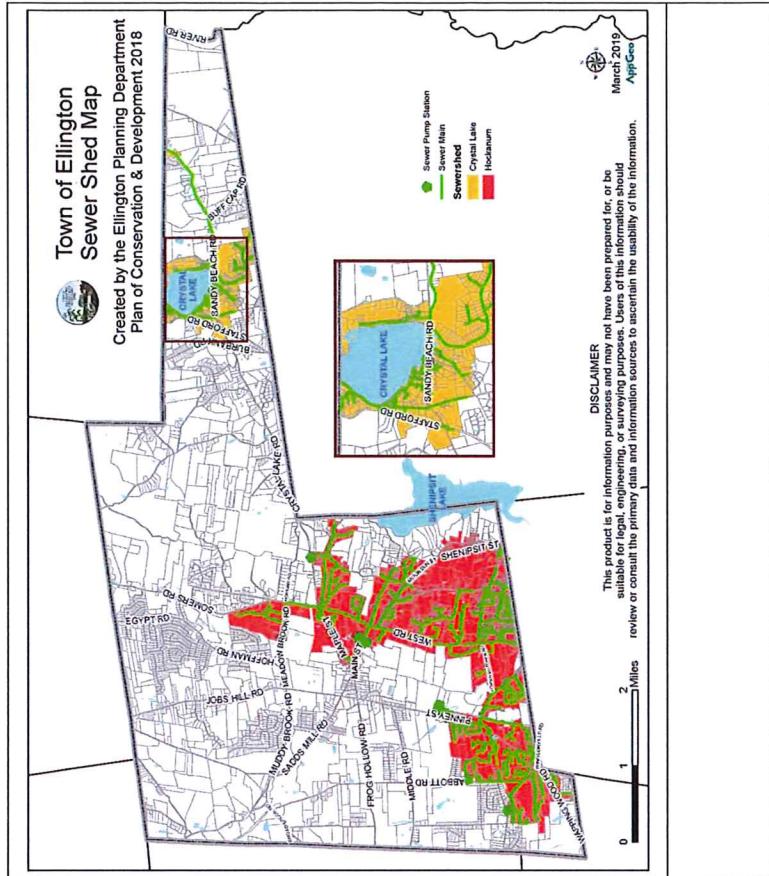
Transportation

- Road Classification & Land Use
- Road Extensions
- Parking Standards
- Access Management
- Alternative Modes of Transportation



Public Facilities & Infrastructure

- Town Hall Complex
- Public Works Complex
- Schools
- Sewers
- Sewer – WPCA



Implementation

- Provide Implementation Tables
- Set Priorities
- Responsible Agency

Conservation – Preservation	PZC	IWC	CC	BOS	WPCA	Town Planner	Other	X
Work with the Conservation Commission to develop a list of the highest priorities for acquisition	X		X					
Adopt a program of Transfer of Development Rights (TDR)	X		X					
Broaden opportunities in Zoning Regulations for farm wineries and breweries. Permit some commercial opportunities such as special events.								
Adjust metrics of open space subdivision regulations to encourage use of this technique.	X							

Chapter Summaries

Chapter Four Summary: Considerations/ Conservation Strategies for Preservation

- ✓ Working with the Conservation Commission develop a list of properties with the highest priority for open space preservation. Use this list as a tool when making decisions regarding acquisition, purchase of development rights, encouraging open space subdivisions, and encouraging the use of a transfer of development rights program.
- ✓ Adopt a program of transfer of development rights (TDR)
- ✓ Broaden opportunities in the Zoning Regulations to permit farm wineries and breweries along with the ability to conduct special events such as weddings subject to the parameters discussed in this chapter.
- ✓ Adjust the metrics in the Open Space Subdivision regulations to provide a greater incentive for its use. Consider identifying a list of properties where an open space subdivision would be permitted as of right (requiring a special permit for a traditional large lot subdivision).
- ✓ Conduct an inventory of historic structures as a first step toward implementing the strategies contained in the 2008 POCD.
- ✓ Consider adopting a demolition delay ordinance.



THANK YOU!

GOMAN+YORK

